

## Message Text

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ACTION FAA-00

INFO OCT-01 AF-08 ARA-06 EUR-12 ISO-00 EB-08 IO-13  
CAB-02 CIAE-00 COME-00 DODE-00 DOTE-00 INR-07  
NSAE-00 L-03 EA-07 NEA-10 /077 W  
-----310802Z 053292 /11

R 301200Z MAR 77  
FM AMEMBASSY DAKAR  
TO SECSTATE WASHDC 8834  
INFO AMEMBASSY ABIDJAN  
AMEMBASSY BRASILIA  
AMEMBASSY BRUSSELS  
AMEMBASSY BAMAKO  
AMEMBASSY CONAKRY  
AMEMBASSY MOSCOW  
AMCONSUL MONTREAL  
AMEMBASSY MONROVIA  
AMEMBASSY NIAMEY  
AMEMBASSY NOUAKCHOTT  
AMEMBASSY OUAGADOUGOU  
AMEMBASSY PARIS  
AMEMBASSY BISSAU BY POUCH

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MONROVIA AND BRUSSELS FOR FAA

MONTREAL FOR US REP ICAO

E.O. 11652: N/A  
TAGS: PORG, EAIR, ICAO, SG  
SUBJ: SAL FLIGHT INFORMATION REGION (FIR)

REF: MONTREAL 0455

1. SUMMARY: GOS HAS EXPRESSED APPRECIATION FOR US POSITION  
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AT MONTREAL AND SOUGHT OUR SUPPORT FOR CONTINUING SENEGALESE  
EFFORT TO PREVENT SAL FIR FROM BEING CARVED OUT OF EXISTING  
DAKAR FIR. RELATIONS WITH BRAZIL ARE REPORTEDLY STRAINED  
OVER BRAZILIAN LOBBYING ON BEHALF OF CAPE VERDE, AND FOREIGN  
MINISTRY CABINET DIRECTOR IMPUTES POLITICAL MOTIVATION TO  
CAPE VERDIAN PROPOSAL, SUGGESTING THAT SOVIETS MIGHT EVEN  
BE INVOLVED. BEYOND TECHNICAL CONSIDERATIONS, EXTRAORDINARY

CONCERN ATTACHED TO THIS ISSUE BY SENEGAL REFLECTS TRADITIONAL GOS OPPOSITION TO BALKANIZATION OF WEST AFRICA AND CURRENT EFFORT TO MAINTAIN STRONG POSITION FOR DAKAR AS REGIONAL TRANSPORT HUB. REQUEST GUIDANCE ON RESPONSE TO LATEST GOS DEMARCHE. END SUMMARY.

2. FOREIGN MINISTRY DIRECTOR OF CABINET YOUSSEPH SYLLA CONVOKED ME MARCH 28 TO MAKE STRONG DEMARCHE FOR CONTINUING US SUPPORT FOR SENEGAL'S EFFORT TO MAINTAIN DAKAR'S EXISTING CIVIL AVIATION FLIGHT INFORMATION REGION (FIR). SYLLA EXPRESSED GOS APPRECIATION FOR USG SUPPORT DURING RECENT ICAO DISCUSSIONS IN MONTREAL (REFTEL), BUT NOTED STEPS WERE CONTINUING TO SPLIT SENEGAL'S FIR BY CREATING NEW REGION FOR SAL, CAPE VERDE REPUBLIC. ACCORDING TO SYLLA, GOS IS MOST DISPLEASED WITH BRAZILIAN LOBBYING ON BEHALF OF SAL. INDEED, HE SAID THAT RELATIONS BETWEEN DAKAR AND BRASILIA WERE STRAINED. GOS HAD PROTESTED TO BRAZILIAN AMBASSADOR IN DAKAR WHO CLAIMED HIS HANDS WERE TIED BECAUSE CIVIL AVIATION IN BRAZIL WAS CONTROLLED BY MILITARY.

3. SYLLA ASKED US SUPPORT FOR PROPOSITION TO RETURN DISPUTE BETWEEN SENEGAL AND CAPE VERDE TO BILATERAL NEGOTIATIONS BETWEEN TWO COUNTRIES DIRECTLY CONCERNED. HE SAID THAT, DURING PRESIDENT SENGHOR'S RECENT VISIT TO PRAIA (DAKAR 1557), AND DURING MEETINGS OF SENEGAL/CAPE VERDE BILATERAL COMMISSIONS, AGREEMENT SEEMED TO HAVE BEEN REACHED FOR BILATERAL SOLUTION, BUT EACH TIME MATTER WENT TO INTERNATIONAL ORGANIZATION COUNCILS, CAPE VERDE CHANGED ITS POSITION AND WAS WIDELY SUPPORTED. SYLLA SAID SENEGAL FELT CAPE VERDE WAS LIMITED OFFICIAL USE

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ILL-EQUIPPED TO PROVIDE TECHNICAL AND SECURITY FACILITIES WHICH MAINTENANCE OF FIR REQUIRED. DAKAR FIR HAD EXCELLENT TECHNICAL AND SECURITY RECORD AS US GOVT HAD BEEN ABLE TO SEE FOR ITSELF BOTH DURING 1974 GATE EXERCISE AND IN COURSE OF RECENT FAA SURVEY. IN VIEW OF CHANGES IN CAPE VERDE POSITION BETWEEN THAT TAKEN IN BILATERAL DISCUSSIONS AND THAT AT INTERNATIONAL MEETINGS, SYLLA WONDERED WHETHER SOVIETS WERE NOT BEHIND STRONG PUSH TO BREAK UP DAKAR REGION. HE FELT THERE MUST BE SOME POLITICAL MOTIVATION FOR CAPE VERDE POSITION. I TOLD SYLLA THAT I WOULD REPORT HIS DEMARCHE TO WASHINGTON AND THAT WE COULD BE IN TOUCH WITH GOS PRIOR TO APRIL ICAO CONFERENCE.

4. COMMENT: SENEGALESE HAVE DEVOTED EXTRAORDINARY EFFORT TO THIS ISSUE, ATTACKING SAL PROPOSAL AT LIMA ICAO MEETING (DAKAR 0351), CONVENING ASECNA MINISTERS TO OBTAIN THEIR SUPPORT (DAKAR 0634), ENCOURAGING INDEPENDENT DEMARCHES BY ASECNA MEMBERS (NIAMEY 0719, OUAGADOUGOU 0483), AND SENDING DELEGATIONS TO FOURTEEN COUNTRIES INCLUDING US FOR DETAILED

PRESENTATIONS (DAR 0351,  
STATE 21748). PRIME MINISTER'S  
OFFICE HAS TAKEN STRONG INTEREST AND, ON DAY OF MY MEETING  
AT FOREIGN MINISTRY, SYLLA HAD CONVOKED NUMEROUS OTHER  
AMBASSADORS (INCLUDING SOVIET), PRESUMABLY FOR DISCUSSIONS ON  
SAME SUBJECT. SENEGALESE TENACITY SUGGESTS UNDERLYING MOTIVES  
GOING BEYOND TECHNICAL CONSIDERATIONS. EFFORTS TO MAINTAIN  
MAXIMUM REGIONAL IMPORTANCE FOR DAKAR ARE NOTHING NEW, SINCE  
SENGHOR HAS BEEN RESISTING BALKANIZATION OF FRENCH WEST  
AFRICA SINCE BEFORE INDEPENDENCE. GOS DRIVE TO PROMOTE DAKAR'S  
ROLE AS INTERNATIONAL TRANSPORTATION, TOURIST AND CONFERENCE  
CENTER MAY ENTER IN, ALONG WITH RELATED QUESTION OF REVENUES  
FROM AIRLINES. SENEGAL MAY ALSO SEE MAINTENANCE OF PRESENT  
FIR AS HELPING TO PRESERVE DAKAR-BASED ASECNA INSTITUTION.  
FINALLY, CREATING SAL FIR IN EXISTING DAKAR REGION WOULD  
FLY IN FACE OF BASIC PREMISE OF SENEGALESE FOREIGN  
POLICY WHICH HOLDS THAT GOOD POLITICAL RELATIONS WITH  
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NEIGHBORING STATES CAN BEST BE ENSURED IN LONG RUN BY  
INVOLVING THEM IN THICKENING WEB OF FUNCTIONAL AND TECHNICAL  
COOPERATION CENTERED ON DAKAR. SYLLA'S SPECULATION ABOUT  
SOVIET INFLUENCE ON CAPE VERDE DEMONSTRATES MULTIPLE LEVELS  
OF SCRUTINY TO WHICH SENEGALESE ARE SUBJECTING POSITIONS  
TAKEN ON THIS ISSUE BY OTHER COUNTRIES.

5. EMBASSY APPRECIATED REFTEL REPORT ON OUTCOME OF RECENT  
ANC CONSIDERATION OF CAR/SAM REPORT, AND WOULD WELCOME  
CLARIFICATION OF HOW CLOSELY SAL FIR PROPOSAL APPROVED BY  
COMMISSIONERS APPROXIMATES CAPE VERDE POSITION, AS WELL  
AS INDICATION OF WHAT FURTHER PROCEDURAL STEPS REMAIN WITHIN  
ICAO FOR IMPLEMENTATION OF SAL FIR. IT IS NOT CLEAR TO US  
HOW SENEGAL PLANS TO RETURN ISSUE TO BILATERAL LEVEL AFTER  
BEING OUTVOTED IN ICAO MEETING, BUT WE WOULD APPRECIATE GUI-  
DANCE ON APPROPRIATE RESPONSE TO LATEST GOS DEMARCHE.  
AGGREY

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## Message Attributes

**Automatic Decaptioning:** X  
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**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
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**Disposition Approved on Date:**  
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**Disposition Date:** 22 May 2009  
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**Disposition History:** n/a  
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**Enclosure:** n/a  
**Executive Order:** N/A  
**Errors:** N/A  
**Expiration:**  
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**Office:** ACTION FAA  
**Original Classification:** LIMITED OFFICIAL USE  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
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**Secure:** OPEN  
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**TAGS:** PORG, EAIR, SG, ICAO  
**To:** STATE  
**Type:** TE  
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**Review Markings:**  
Margaret P. Grafeld  
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22 May 2009  
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